



DATE: January 27, 2015

AGENDA ITEM # 6

TO: City Council
FROM: James Walgren, Community Development Director
SUBJECT: Medical facility parking requirements

RECOMMENDATION:

Introduce and waive further reading of Ordinance No. 2015-406, amending the zoning ordinance medical office facility parking and conditional use permit requirements

SUMMARY:

Estimated Fiscal Impact:

Amount: None

Budgeted: Not applicable

Public Hearing Notice: December 5, 2014 and January 14, 2015

Previous Council Consideration: September 23, 2014, October 14, 2014 and November 25, 2014

CEQA Status: Categorically Exempt pursuant to CEQA Section 15061(b)(3)

Attachments:

1. Ordinance No. 2015-406
2. Draft December 18, 2014 PTC Minutes
3. 2009 Fehr and Peers Parking Standards Memorandum
4. 2012 City of Sunnyvale *Parking White Paper*

BACKGROUND

The City Council directed the Community Development Department to review parking standards for medical, dental and animal facilities in Los Altos to ensure that they are providing adequate on-site parking in order to prevent spill-over parking onto other properties or into residential neighborhoods. The issue came to prominence as a result of a veterinary hospital on El Camino Real with a high number of clients and staff. Employees of the facility have been observed parking on adjacent residential streets. In order to support this study effort, the City Attorney drafted a moratorium ordinance to prohibit new medical, dental or animal facilities from being established until this ordinance study is completed. The moratorium ordinance was adopted by Council on November 25, 2014 and is effective to July 25, 2015.

To begin the study, staff researched the following parking standards:

- The fourth edition of the Institute of Transportation Engineers *Parking Generation* report;
- The City of Sunnyvale *Parking White Paper* prepared in October 2012; and
- Parking standards used by other Bay Area cities for these facilities.

The Planning and Transportation Commission considered this matter at its December 18, 2014 regular meeting. There were no public comments. Following discussion, the Commission unanimously moved to recommend approval of the ordinance amendments as presented, with the additional direction that the Altos Oaks Drive medical corridor be evaluated for the benefit of City Council. One Commissioner in particular felt that this medical office corridor was underparked and should be used as an example of what not to allow. Altos Oaks was first developed in the 1960s and 1970s as a medical-specific office center, and extends from Fremont Avenue to Golden Way.

DISCUSSION

Definitions

The first step in this study effort was to coordinate the various definitions that are identified, or not identified, in the zoning ordinance. The following underlined text is recommended new language and plain text is existing definitions:

Medical and Dental Office

Means a use that provides diagnostic and outpatient care on a routine basis, but is unable to provide in-house medical or surgical care. Offices will commonly provide specialized or individual physicians. Medical and dental offices include, but are not limited to, physical therapy, acupuncturist, dental services, psychiatric services, chiropractic care, counselor/psychotherapy, diagnostic services and skilled nursing facilities.

Medical and Dental Clinic

Means a use that provides diagnostic and outpatient care in more than one medical or dental specialty, but is unable to provide long-term in-house medical or surgical care. Clinics will commonly have lab facilities, supporting pharmacies and provide a range of services.

Animal Clinic

Means a use where the public may obtain examinations, prescriptions, and treatment for small animals. Major surgery or confinement overnight shall be limited to emergency cases only.

Animal Hospital

Means a use where animals or pets are given medical or surgical treatment and are cared for during the time of such treatment. Use as a kennel shall be limited to short-time boarding and shall be only incidental to such hospital use.

Animal Kennel

Means a use where four or more dogs and cats at least four months of age are kept, boarded, or trained, whether in special buildings or runways.

Office-Administrative

Means uses that predominantly sell professional and/or business services. The contact with the general public is not as frequent as with retail businesses or personal services, and a significant portion of the business may take place at other locations. Examples include banks, law offices, accountants, medical and dental offices, advertising, and computer support.

General hospitals are also identified in the zoning ordinance, but are only allowed in limited Public and Community Facilities zoning districts and have their own parking, land use, and conditional use permit requirements and are not included in this study. The following is the current definition of a medical hospital:

General Hospital

Means any building, or portion thereof, used for the accommodation and medical care of sick, injured, or infirm persons, including sanitariums, alcoholic sanitariums and institutions for the cure of chronic drug addicts and mental patients.

Allowed Uses by Zoning District

The following identifies the zoning districts that medical and animal facilities are currently allowed in, and under what review authority:

Administrative, Medical and Dental Offices (allowed by right)

- Office-Administrative District – primarily along the San Antonio Road corridor
- Commercial Downtown District
- Commercial Thoroughfare District – the El Camino Real corridor
- Commercial Retail Services District – only above the ground floor
- Commercial Neighborhood District – only above the ground floor

Medical and Dental Clinics (recommended to be allowed via a conditional use permit)

Not specifically identified currently, but it is recommended that these be identified and allowed in the same zoning districts noted above, but subject to a conditional use permit with findings focused on a parking demand study and adequate on-site parking supply.

Animal Clinics, Hospitals and Kennels (allowed via a conditional use permit)

- Commercial Neighborhood District – clinics only
- Commercial Downtown District – clinics and hospitals
- Commercial Thoroughfare District – clinics, hospitals and kennels

It is recommended that the conditional use permit findings also be amended for these uses, and that the use permit findings be based on a parking demand study confirmation of adequate on-site parking supply.

Parking Standards

It is recommended that the parking standards for medical and dental offices remain at one parking space for every 300 square feet of gross building area, or 3.3 spaces per 1,000 square feet of gross building area. This is consistent with the City of Los Altos' 2009 parking study (Attachment 3) and the Institute of Transportation Engineers *Parking Generation* report. The ITE report studied 86 medical and dental sites and found an average peak period parking demand of 3.2 vehicles per 1,000 square feet of gross building area. This report notes a 95% confidence interval of 3 to 3.5 vehicles per 1,000 square feet. The City of Sunnyvale's *Parking White Paper* (Attachment 4) also recommends 3.3 parking spaces per 1,000 square feet of gross floor area for these types of medical office uses. This demand analysis is consistent with surrounding jurisdictions' parking requirements for these traditional, typically smaller, medical and dental practices. The cities of Mountain View, Palo Alto, Cupertino and others were surveyed and required from 3 to 4 parking spaces per 1,000 square feet of gross building area for medical offices, but then had a wide range of parking demand requirements for clinics and hospitals.

Another reason to maintain the current medical office standard is that the majority of office buildings, including the Altos Oaks Drive district which has historically been exclusive to medical offices, would become nonconforming if these standards were changed. Without good reason to do so, this would seem to create an unnecessary and unintended conflict for the majority of office buildings in Los Altos.

Since the parking demand for clinics, hospitals, kennels, etc. are so varied, staff recommends that conditional use permits be required with findings focused on a parking demand study and adequate on-site parking supply. This will allow a project and site-specific analysis to be performed for each proposal based on actual number of employees, support staff, patients, etc. This is how The Terraces of Los Altos senior living and care community and the Palo Alto Medical Foundation facility on Altos Oaks Drive were analyzed. Staff recommends that language be added to Chapter 14.80 – Conditional Use Permits as follows:

Section 14.80.060(I)

- I. When a conditional use permit is required for a medical, dental or animal clinic or hospital, the planning and transportation commission shall make a specific finding that there is adequate on-site parking to support the facility, including staff, patients, visitors and other ancillary support services. This determination shall be based on a parking demand analysis prepared by a qualified professional and presented to the planning and transportation commission at a public hearing.

As with all conditional use permits, future lack of compliance with the approved findings and conditions could be grounds for revocation hearings of the use permit. The above identified changes would result in amendments to Chapters 14.02 – Definitions, 14.34 and 14.36 – Office Administrative Districts, 14.40 – CN District, 14.44 – CD District, 14.48 CRS District, 14.50 – CT District, 14.52 – CD/R3 District, 14.54 – CRS/OAD District, and 14.80 – Use Permits.

Altos Oaks Drive

The Commission noted support for the new medical facility definitions and the requirement for a conditional use permit, focused on a parking demand study, for more intensive clinic-type facilities. The Commission did express concerns regarding new construction adjacent to the downtown parking plazas. Staff noted that all new commercial and mixed-use development projects come before the Planning and Transportation Commission for review and City Council for final action, so parking demand issues for all land use types can be fully evaluated.

As noted above, the Commission also requested an evaluation of the available parking at the Altos Oaks medical-office corridor and that the evaluation is included in this report to the City Council. The majority of these buildings were developed in the 1960s and 1970s and no particular parking issues have been identified within this area. This corridor was evaluated as additional medical office parking data for the City Council to consider:

- On December 19, 2014 staff surveyed the corridor at the 11:00 a.m. peak demand period and found that while the private parking lots were well used, all had available parking. A few lower intensive medical office uses had virtually empty parking lots.
- On-street parking was also well used, likely because of its convenience, but there was additional available on-street parking.
- Most of the businesses within this corridor would fall under the medical office definition and would continue to be allowed by right. Some of the businesses would fall under the more intensive clinic definition and new clinics would require a conditional use permit under these regulations.

Altos Oaks has been developed at the 4 parking spaces per 1,000 square feet ratio, as were all office projects prior to the 2009 adjustment to 3.3 parking spaces per 1,000 square feet. However, as noted above, all commercial and mixed-use projects reviewed under the more recent 2009 parking standards will come before the Planning and Transportation

Commission for review and City Council for final action, so any number of land use issues may be considered.

FISCAL IMPACT

There are no anticipated fiscal impacts as a result of these amendments. Conditional use permit applications require staff time and public noticing, but also a corresponding cost recovery application fee.

PUBLIC CONTACT

A display advertisement was posted in the Town Crier on December 8, 2014 for the December 18, 2014 Planning and Transportation Commission meeting.

A public hearing notice was published on January 14, 2015 for the January 27, 2015 City Council hearing.

Those individuals requesting notification via the public review process were also notified of the January 27, 2015 Council meeting, as were the Planning and Transportation Commission members.

Posting of the meeting agenda serves as notice to the general public.

ORDINANCE NO. 2015-406

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF LOS ALTOS
AMENDING THE LOS ALTOS MUNICIPAL CODE RELATIVE TO LAND USE
DEFINITIONS AND CONDITIONAL USE PERMIT REQUIREMENTS
ADDRESSING OFF-STREET PARKING REQUIREMENTS FOR
MEDICAL, DENTAL AND ANIMAL CLINICS, AND
MEDICAL AND ANIMAL HOSPITALS

WHEREAS, there have been recent complaints made by residents in the neighborhoods abutting and/or near Los Altos business districts that patrons and/or employees of certain medical and/or animal facility uses are parking on the public streets. This excessive on-street parking is creating negative parking impacts to these adjacent neighborhoods; and

WHEREAS, overuse of public on-street parking in certain business districts and in residential neighborhoods is also creating negative traffic congestion impacts because people may not be able to find on-site parking and thus, spend more time circling the business area or residential areas trying to secure legal public on-street parking; and

WHEREAS, the City's current medical and animal facility uses parking regulations may not adequately regulate the parking requirements for certain medical office uses within the City; and

NOW THEREFORE, the City Council of the City of Los Altos does hereby ordain to amend the zoning regulations to provide greater oversight of medical and animal facility uses, particularly with regard to required on-site parking, as follows:

SECTION 1. AMENDMENT OF CODE: Amend Chapter 14.02 – Definitions by adding the following definitions:

Medical and Dental Office

Means a use that provides diagnostic and outpatient care on a routine basis, but is unable to provide in-house medical or surgical care. Offices will commonly provide specialized or individual physicians. Medical and dental offices include, but are not limited to, physical therapy, acupuncturist, dental services, psychiatric services, chiropractic care, counselor/psychotherapy, diagnostic services and skilled nursing facilities.

Medical and Dental Clinic

Means a use that provides diagnostic and outpatient care in more than one medical or dental specialty, but is unable to provide long term in-house medical or surgical care. Clinics will commonly have lab facilities, supporting pharmacies and provide a range of services.

Office-Administrative

Means uses that predominantly sell professional and/or business services. The contact with the general public is not as frequent as with retail businesses or personal services, and a significant portion of the business may take place at other locations. Examples include banks, law offices, accountants, medical and dental offices, advertising, and computer support.

SECTION 2. AMENDMENT OF CODE: Amend Chapter 14.02 by replacing the term “Office uses” with Office-administrative and amend Chapters 14.34, 14.36, 14.40, 14.44, 14.48, 14.50, 14.52 and 14.54 by replacing the term “offices” with office-administrative services.

SECTION 3. AMENDMENT OF CODE: Amend Chapters 14.34, 14.36, 14.40, 14.44, 14.48, 14.50, 14.52 and 14.54 by alphabetically adding the term medical and dental clinics as a new land use definition to the conditional uses section and reordering the remaining terms accordingly.

SECTION 4. AMENDMENT OF CODE: Amend Chapter 14.36 by numerically adding the following and reordering the remaining sections accordingly:

14.36.050 - Conditional uses (OA-1 and OA-4.5).

Upon the granting of a use permit in accordance with the provisions of Chapter 14.80 of this title, the following uses shall be permitted in OA-1 and OA 4.5 Districts:

A. Medical and dental clinics; and

B. Other uses which are determined by the commission and the council to be of the same general character.

SECTION 5. AMENDMENT OF CODE: Amend Chapter 14.80 – Use Permits by deleting the current Section 14.80.060(I) and replacing it with the following:

I. When a conditional use permit is required for a medical, dental or animal clinic or hospital, the planning and transportation commission shall make a specific finding that there is adequate on-site parking to support the facility, including staff, patients, visitors and other ancillary support services. This determination shall be based on a parking demand analysis prepared by a qualified professional and presented to the planning and transportation commission at a public hearing.

SECTION 6. ENVIRONMENTAL ANALYSIS. The amended zoning regulations set forth herein have been reviewed and considered by the Planning and Transportation Commission and the City Council in accordance with the provisions of the California Environmental Quality Act and Council finds that it can be seen with certainty that there is no possibility that these amendments may have a significant effect on the environment and said amendments are therefore exempt from the requirements of the CEQA pursuant to the provisions of Section 15061(b)(3) of the California Code of Regulations.

SECTION 7. CONSTITUTIONALITY. If any section, subsection, sentence, clause or phrase of this code is for any reason held to be invalid or unconstitutional, such decision shall not affect the validity of the remaining portions of this code.

SECTION 8. PUBLICATION. This ordinance shall be published as provided in Government Code section 36933.

SECTION 9. EFFECTIVE DATE. This ordinance shall be effective upon the commencement of the thirty-first day following the adoption date.

The foregoing ordinance was heard and recommended for approval by the Planning and Transportation Commission at a duly noticed public hearing on December 18, 2014 and introduced at a regular meeting of the City Council on January 27, 2015 and was thereafter, at a regular meeting held on ----, 2015 passed and adopted by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

Attest:

Janis C. Pepper, MAYOR

Jon Maginot, CMC, CITY CLERK

**MINUTES OF A REGULAR MEETING OF THE PLANNING AND
TRANSPORTATION COMMISSION OF THE CITY OF LOS ALTOS, HELD ON
THURSDAY, DECEMBER 18, 2014, BEGINNING AT 7:00 P.M. AT LOS ALTOS CITY
HALL, ONE NORTH SAN ANTONIO ROAD, LOS ALTOS,
CALIFORNIA**

ESTABLISH QUORUM

PRESENT: Chair BODNER, Commissioners BAER, BRESSACK, and McTIGHE
ABSENT: Vice-Chair JUNAID and Commissioners LORELL and MOISON
STAFF: Assistant City Manager WALGREN, Planning Services Manager KORNFIELD, and
City Attorney HOUSTON

PUBLIC COMMENTS ON ITEMS NOT ON THE AGENDA

Wes Brinsfield, Chair of the Bicycle and Pedestrian Advisory Commission, made himself available for questions.

ITEMS FOR CONSIDERATION/ACTION

CONSENT CALENDAR

1. Planning and Transportation Commission Minutes

Recommendation to approve the minutes of the December 4, 2014 regular meeting.

MOTION by Commissioner BRESSACK, seconded by Commissioner McTIGHE, to defer the minutes of the December 4, 2014 Planning and Transportation Commission regular meeting to the January 15, 2015 meeting.

THE MOTION PASSED BY A 3/0/1 VOTE, WITH CHAIR BODNER ABSTAINED.

PUBLIC HEARING

2. 14-CA-01 – Code Amendment - Medical Office and Clinic Off-Street Parking

Regulations: Amendments to Chapters 14.02, 14.74 and 14.80 of the Los Altos Municipal Code relative to land use definitions, off-street parking requirements and conditional use permit requirements, respectively. Specifically, the Planning and Transportation Commission will consider ordinance amendments addressing off-street parking requirements for medical and dental offices, medical, dental and animal clinics, and medical and animal hospitals. *Project Manager: Walgren*

Assistant City Manager WALGREN presented the staff report recommending to the City Council amendments to the zoning ordinance for medical office parking and conditional use permit requirements.

The Commission discussed the Code Amendments and commented on the Altos Oaks parking problem with cars on the street from overflow. It was suggested that a survey be done for parking along Altos Oaks Drive and that the data be included in the City Council report.

MOTION by Commissioner BRESSACK to recommend continuance of the code amendments to provide an Altos Oaks parking study. Following further discussion, Commissioner BRESSACK then withdrew her motion.

MOTION by Commissioner McTIGHE, seconded by Commissioner BRESSACK, to recommend approval to the City Council of code amendment application 14-CA-01 for amendments to the zoning ordinance for medical office parking and conditional use permit requirements pursuant to the staff report recommendations, with the following condition:

- Add a survey of the Altos Oaks medical district parking and include the data in the City Council report and share the survey results with the Planning and Transportation Commission.

THE MOTION CARRIED UNANIMOUSLY (4/0).

DISCUSSION

3. 14-D-04 and 14-UP-05 – A. Jessup – 999 Fremont Avenue

Consideration of findings continued from the last meeting on December 4, 2014. *Project Planner: Gallegos*

Due to lack of a quorum, Chair BODNER stated that agenda item 3 be continued to the January 15, 2015 meeting.

MOTION by Commissioner BRESSACK, seconded by Commissioner McTIGHE, to continue the consideration of findings for applications 14-D-04 and 14-UP-05 located at 999 Fremont Avenue to the January 15, 2015 meeting.

THE MOTION PASSED BY A 3/0/1 VOTE, WITH CHAIR BODNER ABSTAINED.

4. FPPC update for the 500-foot Rule

Changes to Fair Political Practices Commission Requirements. *City Attorney: Houston*

City Attorney HOUSTON presented the staff report regarding the FPPC update for the 500-foot rule: Regulation 18705.2 – Materiality Standards for Real Property Conflicts, and went over the new conflict of interests rules with the Commission.

COMMISSIONER'S REPORTS AND COMMENTS

None.

POTENTIAL FUTURE AGENDA ITEMS

Commissioner McTIGHE, and a majority of the Commissioners, suggested adding an item related to the process in which an applicant changes or revises their plans and the posting of project plans on the website both pre- and post-action.

ADJOURNMENT

Commissioner MOISON adjourned the meeting at 8:37 P.M.

MEMORANDUM

Date: June 2, 2009
To: James Walgren, City of Los Altos
From: Joe Fernandez and Sohrab Rashid
Subject: *Los Altos Office and Retail Parking Standards*

SJ07-993

This memorandum documents our review of office and retail parking standards for the City of Los Altos. The purpose of this study is to determine if changes to the City's parking standards for office and retail uses are justified. A brief summary of the key findings is provided below, followed by a detailed description of the study approach and results.

SUMMARY

The study includes three main components:

- determine the parking demand characteristics at existing office and retail sites in the City of Los Altos,
- review parking standards for nearby cities and industry-standard rates, and
- recommend changes, if appropriate, to the City's parking standards.

Parking occupancy counts were conducted at three office sites and three retail sites in Los Altos. Table 1 shows that significant variation occurred in the parking demand at the individual sites, but on average the demand was well below the supply required by the Los Altos Municipal Code.

TABLE 1: PARKING DEMAND SUMMARY					
	Observed Peak Demand (spaces/1,000 square feet)¹				Code-Required Supply (spaces/1,000 square feet)²
	Site 1	Site 2	Site 3	Average	
Office Sites	1.89	2.08	2.57	2.06	4
Retail Sites	4.74	2.21	5.98	3.82	5

1. Demand is based on mid-week counts conducted October 18 & 20, 2007. The highest demand observed on either day is presented for each site. The average is the average peak of all surveyed days.
 2. Los Altos Municipal Code §14.74.080, 14.74.100.
 Source: Fehr & Peers, 2007

A review of parking standards for nearby jurisdictions shows a range of 3.33 to 4.44 spaces required per 1,000 square feet (s.f.) of office uses and a range of 4 to 5.56 spaces required per

1,000 s.f. of retail uses. The nearby jurisdictions' standards are within the range of rates provided in published references from the Institute of Transportation Engineers (ITE) and Urban Land Institute (ULI). The City of Los Altos' parking standards are on the high end of both of these ranges, particularly for office uses.

Reducing the number of parking spaces required for office uses is justified based on the information above. The maximum observed demand for office uses was 2.57 spaces per 1,000 s.f. Based on requirements from other jurisdictions and industry-standard publications, it is likely that some offices will generate demand that would exceed this rate. *We recommend a parking requirement of 3.33 spaces per 1,000 square feet for office uses.*

Limited justification can be made for changing the parking requirement for retail uses, because: 1) demand at one of the surveyed locations exceeded the code-required supply, and 2) retail parking demand in October (when the surveys were conducted) is typically below the peak demand in December. *We do not recommend any changes to the retail parking requirements.*

STUDY APPROACH AND CONCLUSIONS

This section documents the study approach and results, and describes the process used to develop the conclusions above.

Parking Occupancy Counts of Existing Uses

We conducted parking occupancy counts at three existing office and retail locations within the City of Los Altos on October 18 & 20, 2007. These locations were selected in consultation with the City, and were all isolated locations with designated parking lots. The office parking lots were counted on an hourly basis from 9:00 AM to 3:00 PM, and the retail parking lots were counted on an hourly basis from 11:00 AM to 4:00 PM to capture the peak parking demand periods for each of these uses. The October counts were supplemented with another count on February 12, 2008 to check the accuracy of the initial counts. The raw counts are attached to this document.

The City of Los Altos provided the square footage of the buildings served by the surveyed parking lots. The peak parking demand for each of the surveyed locations was calculated by dividing the maximum number of occupied spaces by the building size to yield the spaces demanded per 1,000 square feet of building area. The resulting demand rates are summarized above in Table 1.

Comparisons to Other Jurisdictions

The parking standards for five nearby cities were reviewed and compared to Los Altos' standards, as summarized in Table 2.

Sunnyvale has the highest office rate (4.44 per 1,000 s.f.), followed by Los Altos and Palo Alto (4 per 1,000 s.f.). For retail uses, most surveyed jurisdictions required either 4 or 5 spaces per 1,000 s.f., with the exception of Sunnyvale, which has a sliding scale depending on the size of the shopping center.

TABLE 2: CITY PARKING STANDARDS		
Jurisdiction	Office Rate (per 1,000 s.f.)	Retail Rate (per 1,000 s.f.) ¹
Los Altos ²	4	5
Cupertino ³	3.51	4
Mountain View ⁴	3.33	4
Palo Alto ⁵	4	5
Redwood City ⁶	3.33 – 4	5
Sunnyvale ⁷	4.44	4.44 – 5 – 5.56
Rates in Special Districts		
Los Altos ²	5	N/A
Palo Alto ⁵	3.22 – 3.33	4.17
Redwood City ⁶	3.33	N/A
Notes:		
1 Rates for intensive retail uses reported when differentiated from extensive uses.		
2 Los Altos Municipal Code §14.74.080, 14.74.090, 14.74.100. Special districts are OA-1, OA-4.5, and CN.		
3 Cupertino Municipal Code §19.100.040.		
4 Mountain View City Code §36.37.040.		
5 Palo Alto Municipal Code §18.83.050. Special district office rates for buildings in the California Avenue (3.22) and LM (3.33) districts.		
6 Redwood City Zoning Code §30.2.2. Office rates for buildings generating less than 100 trips (4) and 100 or more trips (3.33) during the PM peak period.		
7 Sunnyvale Municipal Code §19.46.050. Retail rates for shopping centers smaller than 20,000 s.f. (5.56), 20,000 – 50,000 s.f. (5), and larger than 50,000 s.f. (4.44).		
Sources: Codes retrieved online, October 19, 2007.		

Comparison to Industry-Standard Rates

ITE's *Parking Generation* and ULI's *Shared Parking* manuals provide parking supply and demand rates based on surveys of similar land uses across the country. Table 3 summarizes the data provided in these documents.

TABLE 3: INDUSTRY-STANDARD RATES ¹			
	ITE's <i>Parking Generation</i> (3 rd Edition) ²		ULI's <i>Shared Parking</i> (2 nd Edition) ³
	Average Peak Demand	85 th Percentile Demand	Recommended Supply
Office Uses	2.84	3.44	3.8
Retail Uses	3.76	5.06	3.6
1. All units are spaces per 1,000 square feet floor area, and weekday rates are reported. 2. Office land use code 701, suburban area. Retail land use code 820 (shopping center), in December. 3. Office land use reported for <25,000 s.f. size; rates drop for larger offices. Retail land use is community shopping center, <400,000 s.f., in December.			

ITE provides parking demand rates, while ULI provides recommended supply rates. The demand rates are based on the peak occupancy of surveyed parking lots. The average peak demand refers to the average of the maximum demand rates observed at the surveyed sites, while the 85th percentile demand is the point where 85 percent of the surveyed rates are below, and 15 percent of the rates are above it.

The recommended supply is typically estimated by adding a circulation factor to the observed demand. This factor, which varies by land use type, represents the inherent inefficiencies of parking lots and reflects the fact that parking lots are effectively full once 85 to 95 percent of the available spaces are occupied. A circulation factor of 90 percent is commonly applied at office sites because most of the parking is occupied by employees who are familiar with the site, and because employees typically park for a long time, resulting in low levels of parking turnover. A lower circulation factor, typically 85 percent, is applied to retail parking supplies due to large amounts of turnover and because shoppers typically have the flexibility to shop elsewhere if they think that no spaces are available. Accordingly, a parking supply can be equated to parking demand by multiplying the supply by the circulation factor. For example, an office parking lot with a supply of 100 spaces would be expected to accommodate a peak demand of 90 vehicles (90 percent of 100).

ULI's *Shared Parking* also provides demand rates by month of the year, based on surveys of shopping centers throughout the country. The parking demand for retail uses peaks during the December shopping season. Retail parking demand during December is about 30 percent higher than during October. Parking demand for office uses is consistent throughout the year, with little variation from month to month.

Conclusions

Both the ITE and ULI rates presented above represent conditions on a weekday in December. In October, surveys from ULI's *Shared Parking* show that parking demand at retail uses is about 70 percent of the demand in December. Office parking demand is the same in October and December.

Because retail parking demand is approximately 30 percent higher in December than October, it is likely that the surveyed retail sites would experience higher parking demand during December than what we observed in the field in October. Increasing the average observed peak demand of 3.82 (from Table 1) by 30 percent yields a demand of 5 spaces per 1,000 s.f. This, in conjunction with the rates from nearby jurisdictions and the industry-standard rates, suggests that the current parking standard for retail uses is appropriate, and there is little justification to change the retail parking requirements. *We do not recommend any changes to the retail parking requirements.*

No such disparity between October and December parking demand is expected for offices, which experience consistent demand levels throughout the year. The highest parking demand at the three surveyed locations was 2.57 spaces per 1,000 s.f. A supply rate of 2.86 spaces per 1,000 s.f. would accommodate this demand, assuming a 90 percent circulation factor ($2.86 \times .90 = 2.57$). This rate is well below the rates required by nearby jurisdictions as well as the industry-standard rates, so we do not recommend using it directly, but instead suggest adding a 0.5 space per 1,000 s.f. buffer to this rate to account for potential higher demand rates at unsurveyed sites. This yields a supply rate of 3.33 spaces per 1,000 s.f., which is within the range of rates for nearby jurisdictions and industry standard publications. *We recommend changing the parking requirement for offices to 3.33 spaces per 1,000 square feet.*



**APPENDIX:
Data Summary
Raw Counts**

Los Altos Parking Summary

Office Sites	Survey Dates	Peak Occupancy	Peak Demand
Packard Foundation	10/17/2007	32	1.55
200 Second Street	10/18/2007	39	1.89
Multi-tenant office building	10/17/2007	159	2.08
5150 El Camino Real	10/18/2007	157	2.05
Real estate offices	10/17/2007	84	2.57
161 & 167 So. San Antonio Rd.	10/18/2007	72	2.20
		Average peak	2.06
		Min	1.55
		Max	2.57

Los Altos Parking Summary

Retail Sites	Survey Dates	Peak Occupancy	Peak Demand
Foothill Plaza	10/18/2007	248	4.74
2310 & 2350 Homestead Rd.	10/20/2007	225	4.3
Elephant Pharmacy	10/18/2007	21	1.5
4470 El Camino Real	10/20/2007	31	2.21
Village Court Shopping Center	10/18/2007	220	5.98
4546 El Camino Real	10/20/2007	153	4.16
		Average peak	3.82
		Min	1.5
		Max	5.98

Office Sites

	Size (square feet)
Packard Foundation 300 Second Street	20,632
Multi-tenant office building 5150 El Camino Real	76,400
Real estate offices 161 - 167 So. San Antonio Rd.	32,738

Retail Sites

Foothill Plaza 2310 & 2350 Homestead Rd.	52,315
Elephant Pharmacy 4470 El Camino Real	14,004
Village Court Shopping Center 4546 El Camino Real	36,800

PARKING WHITE PAPER 2012

This report provides technical information and background on staff recommendations for the Non-Residential Parking Study Issue.

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DIMENSIONS

CURRENT SUNNYVALE STANDARDS

Standard Space in Commercial and Office Zones and for Medical Office Uses, Restaurants and Retail Uses in any Zone	9 feet wide by 18 feet deep
Standard Space in Industrial Zoning districts and other commercial uses in residential zoning districts	8.5 feet wide by 18 feet deep
Compact Space in all Zoning Districts (allowed for up to 50% of total spaces for industrial uses and up to 10% for other commercial uses except medical uses)	7.5 feet wide by 15 feet deep
Minimum Two-Way Aisle Width in non-residential zoning districts	26 feet

Comparison of Dimensions:

STANDARD SPACES - Santa Clara, Milpitas and Fremont require spaces 9 feet wide by 18 feet deep. Mountain View, Cupertino and Redwood City allow spaces 8.5 feet wide by 18 feet deep.

Mountain View and Cupertino have adopted a “universal” space, which means that while they have a slightly narrower standard space and prohibit compact spaces. Despite its narrower space, Redwood City continues to allow compact spaces.

COMPACT SPACES - Compact spaces are between 7.5 to 8 feet in width by 15 to 16 feet in depth.

DRIVE AISLE – Sunnyvale is the only city that requires a 26 foot drive aisle. Milpitas allows 25 feet and the remaining cities allow 24 feet or less.

Compact Spaces

Allowing both “regular size” and “compact” parking spaces have given rise to two problems: difficulties in identifying “small cars” within the overall vehicle population and widespread violations of small-car spaces by larger vehicles. Such violations impede traffic circulation and parking space access in many facilities. The Parking Consultants Council and the Urban Land Institute recommend the use of one-size-fits-all geometry. The single-size stall assumes that any vehicle can use any parking space, and accordingly, simplifies the definitions of geometric details for facility layouts.

STAFF DISCUSSION: Sunnyvale has a varied system of dimensions for a range of uses and zones to increase user comfort and differentiate between high-turnover and low-turnover parking lots. This highly-tailored system has proved somewhat difficult to execute. A medical office that wants to occupy a use designed for general office use may require a Variance to allow compact spaces. Small medical offices or restaurant uses that wish to locate in an industrial condominium technically require different space dimensions than surrounding tenants.

In *The Dimensions of Parking*, the Urban Land Institute recommends universal-sized spaces of 8.5 by 18 feet. The difference between 9 feet and 8.5 feet is less than the width of this paper. There are techniques to space marking that can enhance usability without requiring additional paving. See the proposed Design Guidelines for details.

RECOMMENDATIONS FOR PARKING DIMENSIONS

Create a Universal Space of 8.5 Feet by 18 Feet.

Reduce Minimum Two-Way Aisle Width to 24 Feet

Institute Design Guidelines for Optimal Parking Lot Layout and Marking

These recommendations will create more predictability in parking lot design and facilitate use changes across properties and zones. Best practices are recommended for the Design Guidelines that will maximize ease of use in layout design.

DEMAND AND EFFICIENCY

Design Day – The level of parking activity that recurs frequently enough to justify providing parking spaces; used to determine what capacity a facility will be expected to provide. – *Dimensions of Parking (5th Edition)*, Urban Land Institute.

Design Day vs. Average Day “Many references, including *Shared Parking* by the Urban Land Institute, recommend setting parking requirements using the 85th percentile of the peak-hour parking accumulation....Other references, such as *Shoup [High Cost of Free Parking]*, recommend using the average rather than the 85th percentile, primarily as a means of limiting parking and facilitating paid parking – which, in turn, encourages more sustainable development and alternative travel modes. But for some uses, even the 85th percentile approach would not be acceptable. For example because the holiday shopping season accounts for 25 to 40 percent of the total annual retail sales, adequate parking during this time is essential to their viability. Therefore, the shopping center industry has adopted a design hour that is significantly higher than the 85th percentile: the 20th-highest hour in the year. Designing for an adequate parking on a Saturday in October – much less an average weekday – would not be acceptable for retail tenants.” – *Dimensions of Parking (5th Edition)*, Urban Land Institute, pg. 10.

Optimum Parking Lot Efficiency: Parking lots achieve optimum efficiency with an occupancy rate of 85 – 95 percent. Generally, zoning ordinances should specify an effective supply factor of 5 to 10 percent over the projected peak accumulation of parked vehicles on the design day. *Shared Parking*, *Parking Generation* and other references suggest setting parking requirements in accordance with a design day at the 85th percentile of the parking accumulations.

Retail e-commerce spending for the first 56 days of the November – December 2011 holiday season reached a record \$35.3 billion, marking a 15-percent increase versus the corresponding days last year. This increase has been consistent throughout the holiday season. – Forbes Magazine, December 28, 2011

STAFF DISCUSSION: Correctly ascertaining parking demand for a given use is always challenging. The discussion above relates to the concern about demand fluctuations throughout the year. There are also substantial demand fluctuations from use to use. While a given parking standard may be more than sufficient for an average fast food restaurant, it may be inadequate for an extremely popular fast food restaurant, such as In n’ Out Burger. The question each city needs to determine is: do we park for averages (time of year and popularity), or do we park for peaks?

The benefit of parking for peaks is that it maximizes vehicular access. Businesses never need to be concerned that they are losing customers because of the difficulty of parking, and customers are never dissuaded from shopping due to limited parking. Potential parking spillover onto adjoining properties is eliminated. Increases in online shopping in the last decade have also reduced parking demand during holiday season. The cost of parking for peaks is that it creates significant amounts of parking that are unused for the remaining days of year (approximately 330 days outside of the holiday season). The last decade has sparked increased recognition of the environmental costs of additional parking and the opportunity costs (what the land could have been used for otherwise).

RECOMMENDATIONS FOR DEMAND AND EFFICIENCY

Park for Peak Times in an Average Week

Use Parking Management Plans to Address Holiday Peaks

PARKING MAXIMUMS

Parking lots, while providing necessary vehicle spaces, also can have environmental and aesthetic effects. Paving creates stormwater runoff, heat islands, and barriers to pedestrian, bicycle and multi-modal access. For example, the large parking lot in front of Sprouts on El Camino Real unintentionally discourages pedestrian and bicycle access – pedestrians must either hop over landscaping or walk down drive aisles to access the store. It does not feel comfortable and further encourages driving and the need for parking spaces.

Each parking space requires between 325 – 400 sq. ft. of land (includes drive aisles and maneuvering room).

Staff Comment: While most zoning codes institute parking minimums, Sunnyvale also instituted parking maximums for industrial properties. The maximums are intended to discourage businesses from creating large areas of unneeded parking. This occurs because there are unspoken incentives to overpark a business. Available parking means access for customers and success for businesses. Lenders may also contribute to the issue, as they have minimums required for the business to be considered viable. Overparking a business also ensures that no customers are lost due to a perceived parking problem, and no customer is frustrated by a lack of parking to access the business.

Particularly with high-profile retail centers, the desire to establish large amounts of parking can override the reality of whether this parking will be used. New trends in online shopping and service provision have lowered demand, but business thinking and parking rates have not yet caught up with this trend.

Maximums could be used effectively for commercial uses. They would create a baseline of how much parking is needed for average uses. An exception process could be created to allow variation from minimums or maximums with documentation that the minimum or maximum is insufficient to the business needs. Creating a maximum may prompt businesses to think more creatively about what parking they really need, and what steps can be taken during holiday seasons to address parking demand rather than just pave additional land area.

RECOMMENDATIONS FOR PARKING RATIO MINIMUMS AND MAXIMUMS

Maintain Parking Ratio Maximums for Industrial Uses

Create Parking Ratio Maximums for Commercial Uses

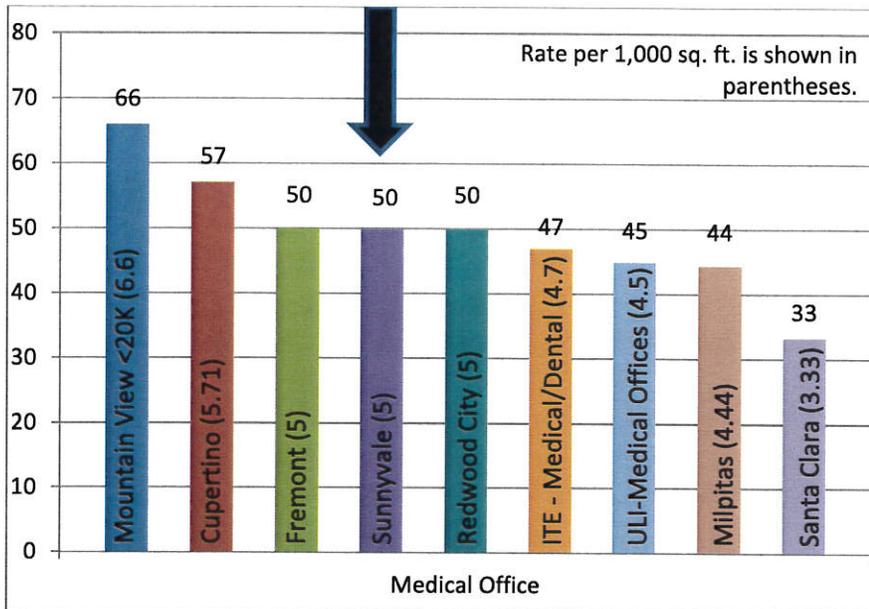
Do Not Institute Parking Ratio Maximums for Education, Care or Assembly Uses

Establish an Exception Process from Both Minimums and Maximums

The maximums for commercial uses will encourage commercial uses to carefully examine their true parking needs. An exception process will allow for variation from maximums and minimums when needed.

MEDICAL OFFICE

A 10,000 square foot medical office would require the following parking spaces:



- Peak Period: 7:00 a.m. to 5:00 p.m. with high intensity use between 10:00 a.m. and noon. (ITE)
- Mountain View has a different rate for medical greater than 20,000 sq. ft., of 4/1,000 sq. ft.
- Santa Clara requires a minimum of 5 spaces per doctor or dentist.
- In this example, the difference between the highest and lowest rate is 33 spaces, or approximately 10,700 sq. ft. of parking area.

PARKING COUNTS

70-88% vacant (895 E. Fremont, 27 spaces in lot)
47% vacant (1555 S. S. Road, 30 spaces in lot)
45% vacant (877 W. Fremont, 291 spaces in lot)
50-76% vacant (1010 W. Fremont, 30 spaces in lot)
10 to 11 a.m. Monday, and 2-3 p.m., Thursday. July and August.

EXAMPLES OF MEDICAL OFFICES IN SUNNYVALE

Address	Description	Building (sq. ft.)	Total Spaces	Parking / 1,000 sq. ft.
301 Old San Francisco Road	Palo Alto Medical Foundation Medical Clinic (under const.)	137,670	685	5
877 W. Fremont	Large collection of diverse medical, dental and optometrist offices.	75,250	325	4.3
1555 Sunnyvale Saratoga Road	Smaller dental office adjacent to residential	5,568	24	4.3
1010 W. Fremont Avenue	Optometrist with retail sales of glasses	7,833	30	3.83

STAFF COMMENT: Parking counts show significant discrepancy between observed demand and code requirements, with vacancies from 45% to 75% even at peak periods. To be conservative, staff assumes a 30% undercounting factor due to summer vacations and building vacancies. Assuming undercounting, there is still substantial surplus of parking spaces. In addition, required parking for medical office is higher than for general office, which has hindered the re-use of general office buildings to medical office uses.

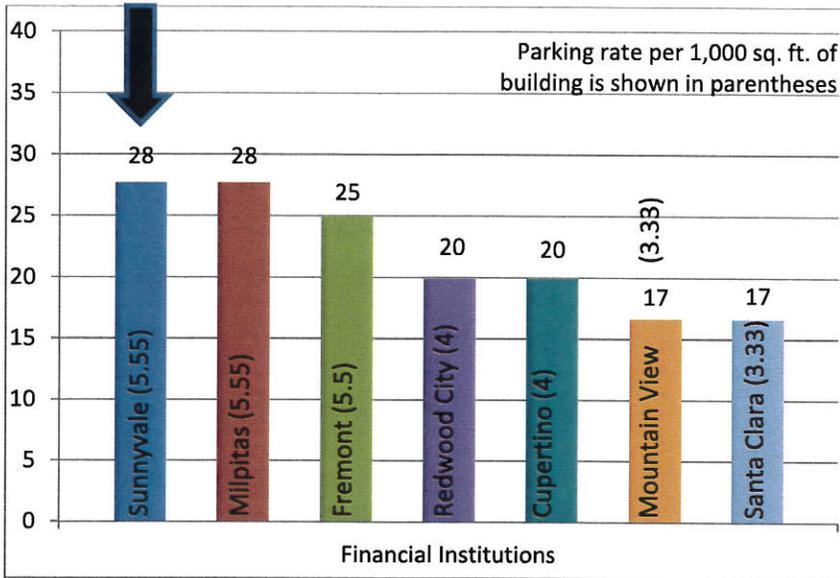
RECOMMENDATION FOR MEDICAL OFFICES

Lower Rate from 5/1,000 to 3.3 / 1,000
Institute Maximum Rate of 4/1,000

This recommendation has two benefits. It aligns parking requirements more closely with observed demand, and consolidates requirements with general offices, facilitating flexible re-use of buildings

FINANCIAL INSTITUTION

A 5,000 square foot bank would require the following parking:



- Peak period is 10:00 a.m. to 2:00 p.m. on weekdays.
- Redwood City allows 3.33/1000 for properties close to the downtown.
- In this example, the difference between the highest and lowest rate is 11 parking spaces, or 3,575 sq. ft. of paved area.

EXAMPLES OF FINANCIAL INSTITUTIONS IN SUNNYVALE

Address	Description	Building (sq. ft.)	Total Spaces	Parking / 1,000 sq. ft.
270 Charles Street	Wells Fargo Bank	4,955	50	10
201 W. El Camino Real	First Republic	4,011	20	5
440 S. Mathilda Avenue	Bank of America	33,048	140	4.23

STAFF COMMENT: This study issue was initially prompted by concerns that the parking rate for banks and other financial institutions was unrealistically high. Surveys of surrounding cities support this – Sunnyvale has one of the highest rates for the seven survey cities. Parking needs for financial institutions have changed dramatically in the last 20 years with the introduction of direct deposit, ATMs, ATM cards, and online banking. Financial institutions operate much more like general office than the high-impact retail uses they were in the 1980s and early 1990s.

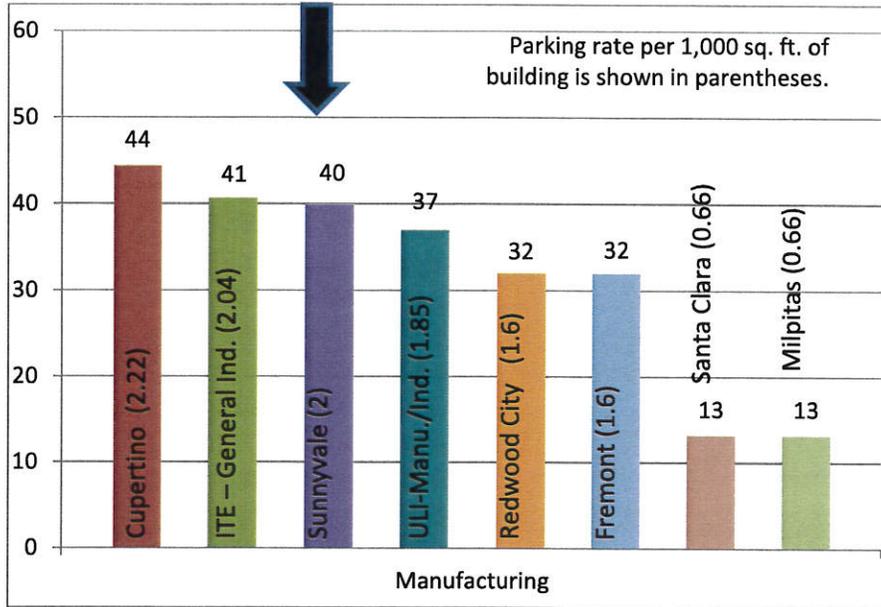
RECOMMENDATION FOR FINANCIAL INSTITUTIONS

Lower Minimum Rate from 5.5/1,000 to 3.3/1,000
Institute Maximum Rate of 4/1,000

This recommendation is more realistic for how financial institutions operate and also aligns parking requirements with medical offices and general office uses, facilitating flexibility in use.

MANUFACTURING AND OFFICE

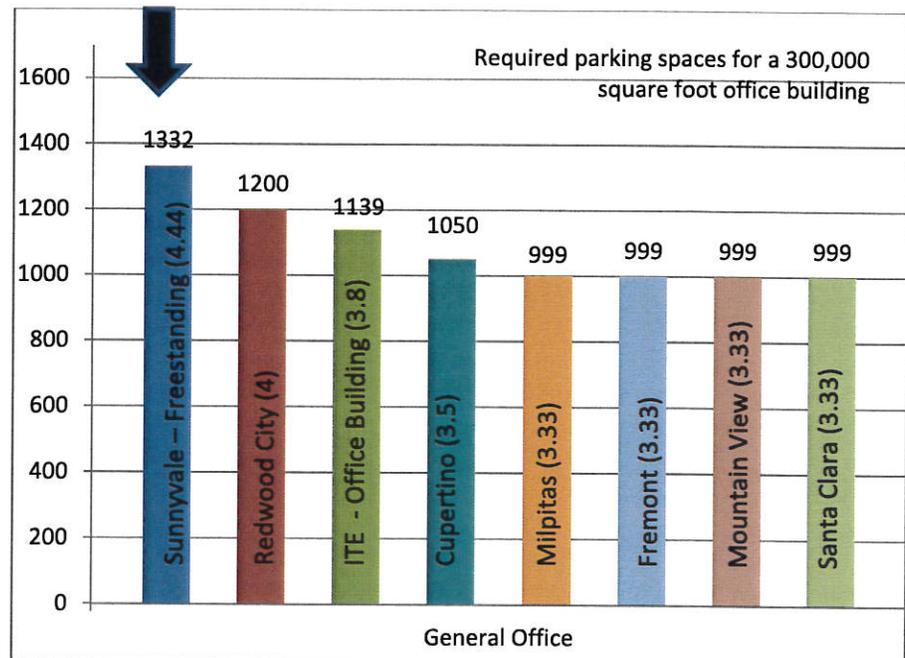
A 20,000 square foot manufacturing building would require:



- Peak period is 2:00 to 3:00 on a weekday.
- Many industrial buildings are repurposed from manufacturing to R&D to office or a mix of the above uses.
- Mountain View appeared to have a significantly higher rate of 4 per 1,000.
- In this example, the difference between the highest and lowest rate for manufacturing is 31 spaces, or approximately 10,075 sq. ft. of paved area.

A 300,000 sq. ft. general office building would require:

- Peak Period for office uses is 7:00 - 12:
- Sunnyvale's rate of 4.44/1000 sq. ft. is for free-standing general office. The "General Industrial" rate is often applied to office in industrial zones and ranges between 2-4/1,000.
- In this example, the difference for the highest and lowest rate for office is 333 parking spaces, or 108,225 sq. ft. of paved area.
- Redwood City allows 3.33/1000 for properties close to the downtown



MANUFACTURING AND OFFICE

EXAMPLES OF OFFICE AND MANUFACTURING IN SUNNYVALE

Address	Description	Building (sq. ft.)	Parking / 1,000 sq. ft.	Total Spaces
974 E. Arques Av.	Applied Materials – Manufacturing / R&D	1,114,600	2.6	2,975
919 Hamlin Ct.	Surface Engineering - Manufacturing	17,718	2	36
1 AMD Place	AMD	335,035	3.3	1,134
1250 Kifer Rd.	Intuitive Surgical	362,935	3.17	1,152

PARKING COUNTS

48% vacant (1310 Hollenbeck, 23 spaces in lot)
 74-79% vacant (690 W. Fremont, 34 spaces in lot)
 14% vacant (1184 N. Mathilda, 953 spaces in lot)
 10 to 11 a.m. Monday, and 2-3 p.m., Thursday, July and August.

STAFF COMMENT: Sunnyvale has a flexible parking rate for industrial properties, allowing a mix of R&D, manufacturing and office to locate within a parking range of 2-4/1,000 sq. ft. of building. This facilitates flexible re-use and no major concerns about under-parking have occurred. Some businesses have been moving away from traditional cubicle formats, which can increase the number of employees that can work within a building and increase parking demand. So far, Sunnyvale’s parking rate appears to be adequately meeting the demand for a range of businesses in the industrial zones. It may be too high for an actual manufacturing use – cities with a separate manufacturing rate were commonly lower than Sunnyvale’s minimum with a rate of 0.6 – 1.6/1,000 for manufacturing.

For offices in commercial or office areas, Sunnyvale requires a rate of 4.44/1,000, which was the highest of surveyed cities. It also appears to dramatically overestimate demand, as parking counts discovered a vacancy rate ranging from 40-70% for general offices at peak time.

RECOMMENDATIONS FOR MANUFACTURING AND OFFICE

Maintain General Industrial Minimum of 2 - 4/1,000

Lower General Office Minimum to 3.3/1,000

Maintain Warehousing and Storage Rate of 1.1/1,000

Maintain/Institute a Maximum Rate of 4/1,000

This recommendation is more realistic for how financial institutions operate and also aligns parking requirements with medical offices and general office uses, facilitating re-use. The maximum rate is in place for industrial zoning districts, and staff recommends extending it to commercial and office zoning districts.

GAS STATION AND AUTO USES

City	Auto Repair Parking Requirement	Gas Station Parking Requirement
Sunnyvale	1 space per 180 sq. ft.	Not Stated
Mountain View	5 spaces plus 1 per 200 sq. ft.	Not Stated
Santa Clara	1 space per 400 sq. ft., no less than 6 spaces	1 space per 400 sq. ft., no less than 6 spaces
Cupertino	Not stated	Not stated
Fremont	5 spaces plus 1 space for each 800 sq. ft. floor area in excess of 3,000 sq. ft.	Minimum of 5 spaces, with one space large enough to accommodate a towing vehicle
Redwood City	1 space per 500 sq. ft. or 3 spaces per bay, whichever is greater	1 space per 500 sq. ft. or 3 spaces per bay, whichever is greater
Milpitas	3 spaces per service bay	1 space per 200 sq. ft. for gas stations with retail, 3 spaces per service bay for gas stations with auto repair

- Auto Retail pertains to the sales of new or used automobile dealerships. Auto Service includes parts services and repair garages.
- The majority of cities included additional parking spots for offices and outdoor displays for retail parking.
- Businesses could choose between parking spaces per service bay or parking spaces per 1,000 sq. ft. for auto service parking requirements.

STAFF COMMENT: Sunnyvale has one of the highest rates for auto-related uses. The current rate is also confusing for the public and planners to administer. Do gas station canopies count towards required parking? Does a service bay generate the need for parking or count as a parking space?

Staff has reviewed the surrounding city requirements, and determined that requiring spaces per bay, as opposed to the size of the building, will reflect parking demand accurately. Most bays generate an employee plus one or two cars that are waiting for service. In addition, related retail such as convenience stores, do not have a high level of demand – in most cases they serve the captive market that is using the gas pumps. Staff believes that this rate can be applied effectively to gas stations, auto repair, and auto sales. Auto sales is similar to furniture stores and bulk goods in that a large proportion of actual floor area is taken up with bulky goods. The rate should be similar to that of furniture stores, home improvement stores, and similar.

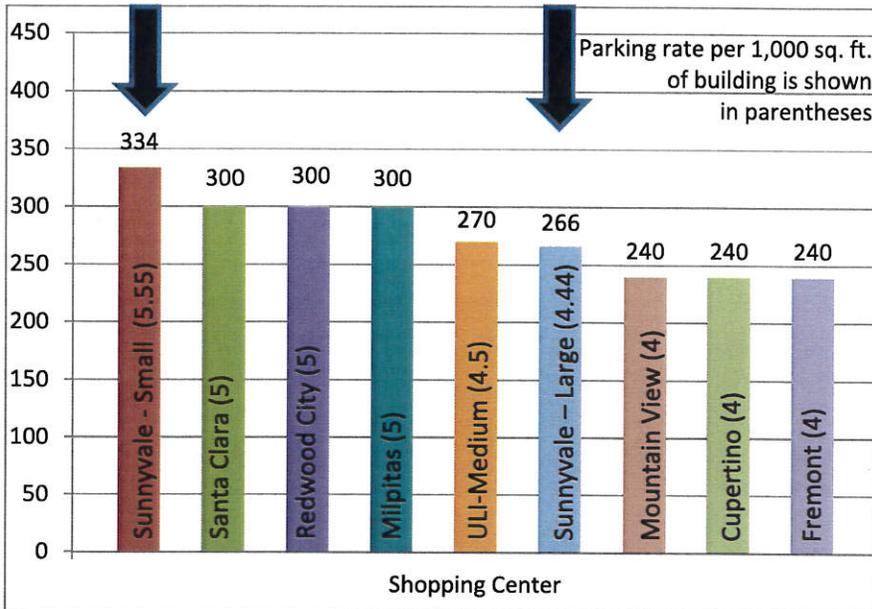
RECOMMENDATIONS FOR AUTO REPAIR AND GAS STATION

Reduce Minimum from 5.5/1,000 to 2.5 / 1,000 of retail plus 3 per service bay for Gas Stations and Auto Repair

This rate should more accurately reflect parking demand for auto-related uses.

SHOPPING CENTER

A 60,000 square foot shopping center would require the following parking spaces:



- Peak period is Friday at noon.
- Sunnyvale uses three different classifications to establish parking requirements for shopping centers. Only two classifications are shown as they offer the greatest range compared to other cities.
- In this example, the difference between the highest and lowest rate for retail) is 60 spaces or approximately 19,500 sq. ft. of paved area.

Staff completed parking surveys in 2007 for 17 shopping centers throughout the City. Over 80% of the surveyed centers were more than 20% vacant on average at peak times, with half being 50% vacant and 5 centers being over 70% vacant. The highest-occupied centers were Bell Plaza at 1040 E. El Camino Real, Wolfe-Reed Corner at 704 S. Wolfe Road and 670 N. Fair Oaks Avenue at about 90% occupancy at peak. The lower-occupied centers were Loehmann's Plaza at 1601 Hollenbeck, Cala Center at 1111 W. El Camino Real and Market Center at 833 W. El Camino Real.

Address	Description	Building (sq. ft.)	Parking / 1,000 sq. ft.	Total Spaces
776 E. El Camino Real	Best Buy / PetSmart	59,000	4.76	281
150 W. El Camino Real	Cherry Orchard	60,763	4.8	297
150 E. El Camino Real	New Safeway. 24 hour fitness	226,650	4.5	1,022
1601 Hollenbeck Ave.	Loehmann's Plaza	157,310	5.2	816
1040 E. El Camino Real	Bell Plaza	19,974	5.5	111

Cherry Orchard Shopping Center (El Camino and Mathilda)

When discussing parking issues at shopping centers, everyone talks about this highly successful center. Parked at a general rate of 4.8/1,000 it is historically about 85% occupied, but often feels more crowded. Several different factors have combined at Cherry Orchard to make it feel particularly impacted.

- Popularity of businesses.
- Presence of a restaurant with a bar, causing more cars in parking spaces for an hour or more.
- Valet parking area taking up prime parking in the front.
- "Employee only" spaces at the rear are not being used. Employees are parking in the front, leaving those spaces unavailable for customers.
- Significant number of spaces along the Mathilda frontage, reserved for employees and residents, and used by neither.

These issues are currently being addressed through a parking management plan as part of Trader Joe's taking the Borders space. More efficient use of existing spaces could free up spaces for customers.

SHOPPING CENTER

STAFF COMMENT ON SHOPPING CENTERS: Shopping center parking is complicated. Many different factors can influence the need for parking, and not all of them can be reasonably regulated with parking requirements. The 2007 study indicates that in many cases, we are overparking our centers. However, the high visibility of outliers such as Cherry Orchard makes this fact difficult to accept. If the City lowers the parking rate, how can we be sure we are not creating more potential parking problems?

There appears to be some relationship between fitness centers, restaurants with bars, and parking availability. As shown in the Cherry Orchard example above, parking management and enforcement is a crucial component in using spaces effectively. All of the large shopping centers that contain a health club get very busy at peak times. Staff is considering crafting a requirement that reflects the outsized impacts these uses can have on a center. With regards to the Cherry Orchard Shopping Center, the proposed rate would require similar number of spaces because of requirements that a restaurant with a bar be calculated at higher rate.

Furniture/Appliance Stores

Sunnyvale currently has three rates for different types of retail: shopping center (discussed on the previous page), general/stand-alone retail (5.55/1,000), and furniture/appliance stores. While the general/stand-alone retail is the highest of any surveyed city, the furniture store rate is lower, at approximately 2.5/1,000. This rate reflects the large amount of floor area occupied by goods, and the fewer number of people that can be present in the store.

- Mountain View has a “furniture, furnishings, and home equipment” rate of 1.6/1,000.
- Milpitas has a “furniture, appliance, and other bulky retail” rate of 2.8/1,000.
- Redwood City has a “furniture or appliance stores” rate of 2/1,000.
- Santa Clara has a “furniture and major appliance stores or furniture repair shop” rate of 2.5/1,000.
- Fremont has a rate for “repair services, wearing apparel, motor vehicle, appliance and furniture” rate of 5 plus 1.25/1,000.

STAFF COMMENT: Staff is in agreement that home improvement, furniture stores, and similar “bulky retail” requires less parking than standard retail. However, from an implementation standpoint, staff does not want to micromanage the type of retail that may occupy a building. This may change over time, and with experience, staff has found that buildings parked at a furniture rate may have difficulty being re-used by another type of business.

RECOMMENDATIONS

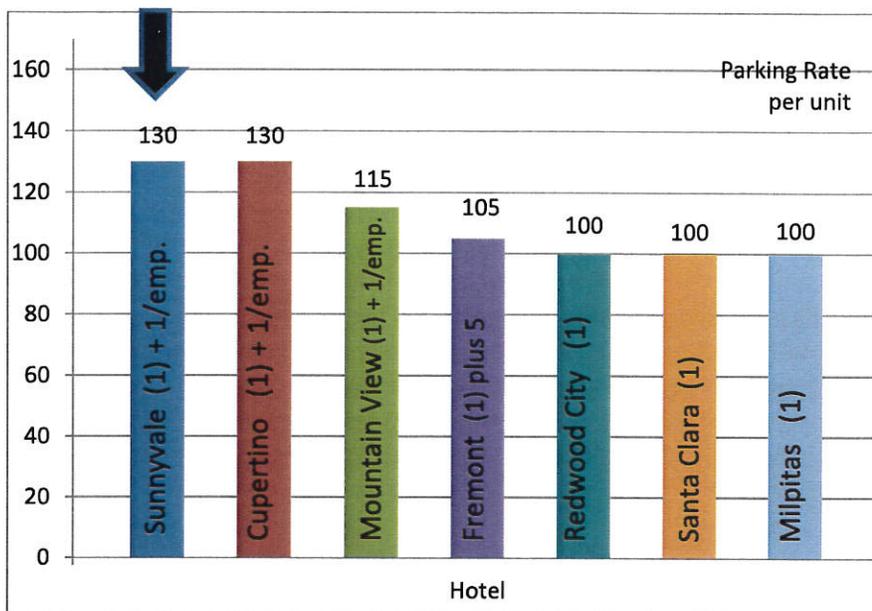
**Lower Minimum to 4/1,000 for Retail and Shopping Center
Create Maximum of 5/1,000 for Retail and Shopping Center**

**Expand Furniture/Appliance Rate to include Home Improvement and Bulk Goods
Create Maximum of 4/1,000 for Furniture/Appliance Rate**

This rate should more accurately reflect demand for shopping centers. In addition to the shopping center maximums, staff recommends requiring restaurants with bars or athletic facilities be parked at their own individual rate. Restaurant should be limited to 40% of total businesses in a shopping center

HOTEL

100 room hotel with 30 employees.



- Peak period is at 6:00 a.m. on weekdays.
- Cupertino, Mountain View and Sunnyvale include additional parking for employees.

“Business hotels which include sleeping accommodations and other limited facilities are mainly occupied during the weekday as opposed to other hotels which are primarily occupied on the weekends. The average parking demand within 4 business hotels located in Sunnyvale was discovered to be less than 1 occupied parking space per occupied room and was not affected by the existence of limited meeting spaces or airport shuttle services. The overall parking rate per unit for the 4 business hotels combined totaled 0.67 occupied spaces for each occupied room.” – Parking Study, March 2012

EXAMPLES OF HOTELS IN SUNNYVALE

Address	Description	Rooms	Parking / room	Total Spaces
748 N. Mathilda Avenue	Larkspur Landing Hotel	126	1.03	130
805 E. El Camino Real	Corporate Inn	73	1.4	102
1255 Orleans Dr.	Homestead Village	156	1.06	166
660 W. El Camino Real	Summerhill	145	0.86	125

STAFF COMMENT: Sunnyvale hotels are traditionally business hotels with peak times during the work week. The most recent approval of a hotel on El Camino Real allowed a reduced rate of 0.8 spaces / hotel room based on the study findings at right. Larkspur Landing on North Mathilda was recently able to share spaces with a nearby restaurant due to substantial parking surplus.

The Urban Land Institute and Institute for Traffic Engineers generally discourage using parking rates based on employees. This can be difficult to track over the life of the building and may vary widely depending on various business models.

RECOMMENDATION FOR HOTEL

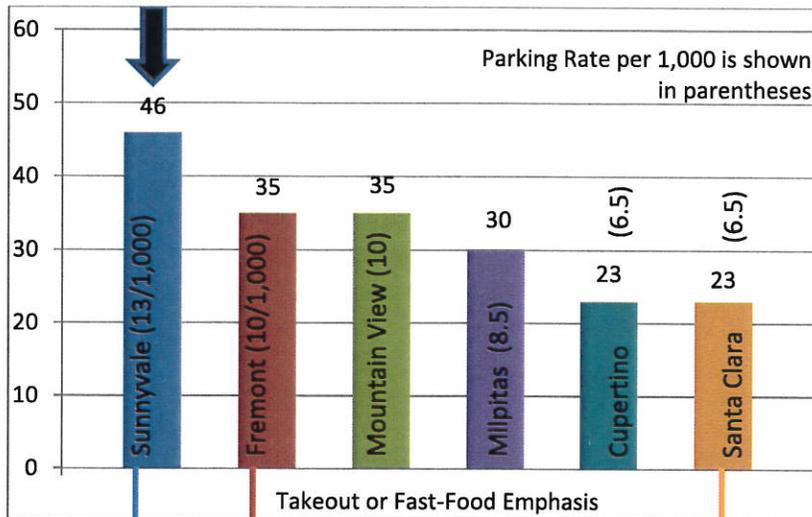
Lower rate to 0.8/hotel room

Create Maximum of 1.2 / hotel room

The study found that demand averaged 0.67 spaces per occupied room. A rate that requires 0.8 spaces per hotel room, regardless of occupancy, will be sufficient and is consistent with recent approvals.

FAST FOOD RESTAURANT

A 3,500 sq. ft. McDonalds with 52 indoor seats, 16 outdoor seats, 6 employees and 200 sq. ft. of take-out area:



Takeout or Fast-Food Emphasis

1/75 sq. ft.	0.29 per seat PLUS 10% OR 1/100	0.25 per seat OR 1/100	0.4 per seat PLUS 1/60 for take-out area	0.33 PLUS 1 per employee	0.33 per seat OR 1/200
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Address	Description	Sq. Ft.	Parking / 1,000 sq. ft.	Total Spaces
604 E. El Camino Real	In and Out Burger	3,912 (includes outdoor seating)	13	52
813 W. El Camino Real	Jack in the Box	3,063 plus 16 outdoor seats	12	37
550 Lawrence Expressway	McDonalds	3,560 (includes outdoor seating)	14.3	51

- Peak period is lunchtime on weekdays / Friday.
- Many cities have two types of rates with a “whichever is greater” clause.
- It should be noted that not one single city in the survey has the same standard. In fact, the 6 comparison cities use 5 different methods of parking

PARKING COUNTS

40% vacant - Jack in the Box
41% vacant - McDonald's
0% vacant - In n' Out Burger

Friday, noon, July 2012

STAFF COMMENT: Sunnyvale's rate for fast food appears to be much higher than other cities. Parking counts indicate that most fast food restaurants vacancies of 40% or more, even at peak time on Fridays. With the exception of In n' Out Burger, which appears to be an outlier, most fast food restaurants are overparked.

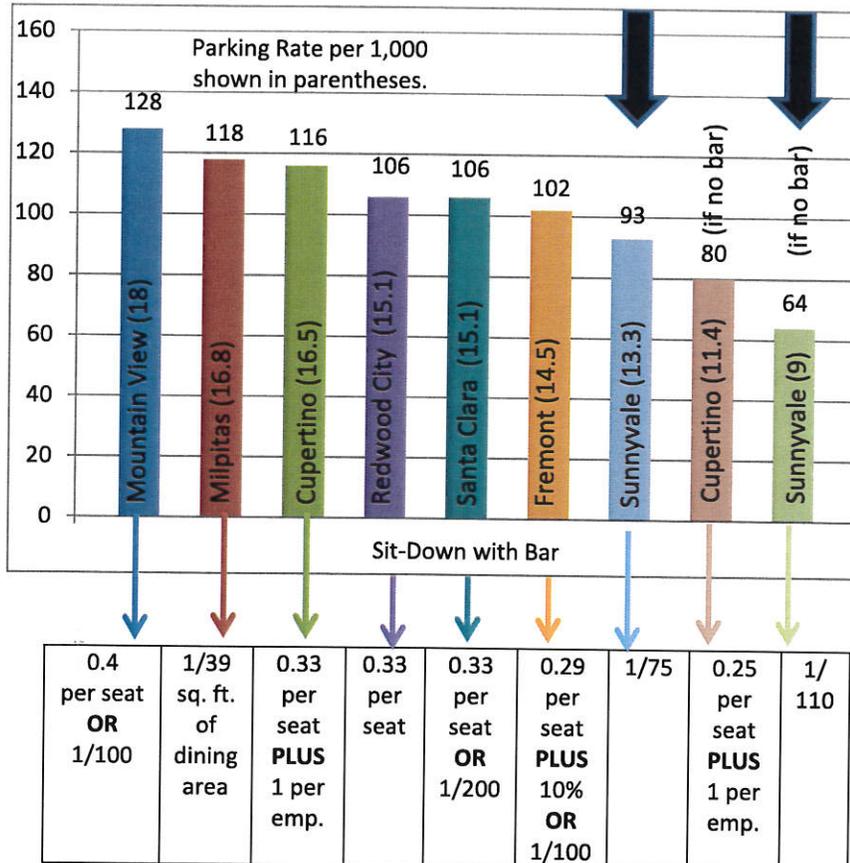
RECOMMENDATION FOR FAST FOOD RESTAURANTS

Lower Minimum to 9/1,000
Create Maximum of 13/1,000

This lowered rate would fall in the middle of what other cities require and also be consistent with staff recommendation on restaurants without bars.

RESTAURANT (NOT FAST FOOD)

A 7,000 sq. ft. sit-down restaurant with seating for 320 and 20 employees would require:



- There are very few free-standing sit-down restaurants in the City. Most freestanding restaurants are fast food. Many other restaurants are part of a shopping center.
- Many cities have two types of rates with a “whichever is greater” clause.
- ITE Manual recommends a higher rate for “low turnover” restaurants, where customers typically spend an hour or more.

Staff Comment: Using a per seat rate can be difficult to implement. Unless the seating is 100% fixed (bolted to the floor), seats can be added or subtracted as the business changes over time. Very few restaurants have seats and tables bolted to the floor. Staff recommends keeping a parking per square footage rate.

Address	Description	Sq. Ft.	Parking/1,000 sq. ft.	Total Spaces
590 Old San Francisco Rd.	Vietnamese Restaurant	3,152	12.3	39
1698 S. Wolfe	Samkee	6,791	9.1	62
725 S. Fair Oaks	Spoons	7,782	11.0	86
1025 W. ECR	Pezella’s	3,815	12.3	47

RECOMMENDATION FOR RESTAURANTS (NOT FAST FOOD)

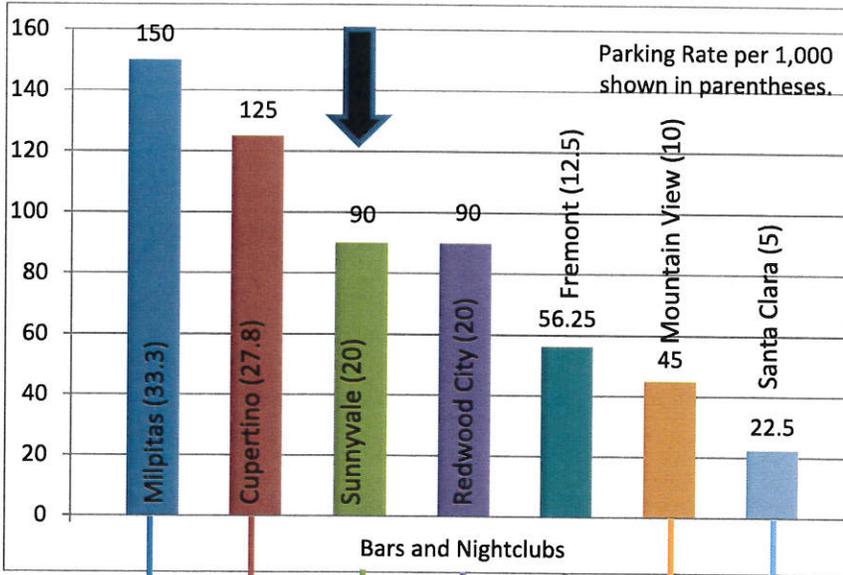
Maintain Minimum of 13/1,000 for Restaurants with Bars or Entertainment

Maintain Minimum of 9/1,000 for Restaurants (no bars or entertainment)

This rate appears to be sufficient for most restaurants in the City. Complaints have generally be reserved for the Cherry Orchard, which was not parked at the restaurant rate because it was part of a shopping center. Staff proposes that any new restaurant with a bar will be subject to the restaurant with bar rate.

BARs AND NIGHTCLUBs

A 4,500 sq. ft. bar or nightclub would require:



Most cities combine their bars, nightclubs and drinking establishments' rates into one rate. There is usually a separate rate for pool or billiard table areas, dance halls and private clubs.

City	Rate	Notes
Milpitas	1/30 sq. ft.	
Cupertino	0.33 per seat PLUS 1 per emp. PLUS 1/36 sq. ft. of dance floor	
Sunnyvale	1/50 sq. ft.	
Redwood City	1/50 sq. ft.	
Fremont	1/80 sq. ft.	
Mountain View	1/100 sq. ft., with min. 25 spaces	
Santa Clara	1/200 sq. ft. OR 0.33 per seat	

Staff Comment: The current rate for bars and nightclubs falls is mid-range for surrounding cities. There are a few true bars outside of the downtown area. There are some small bars located in shopping centers along El Camino Real, Sunnyvale-Saratoga Road, and Lawrence Expressway. In general, the distinction between a bar only and restaurant with bar can often be murky – many bars

serve limited food, and restaurants with bars can become more bar-oriented later in the night. To increase flexibility in use, staff recommends making the rate consistent with restaurant with bar. Staff also believes that requiring 90 spaces for a 4,500 sq. ft. nightclub is too high of a rate. For this many spaces to be needed, the assumption would be that that everyone drives alone and there is one person in every 7 ft. by 7 ft. space, including all service areas.

RECOMMENDATION FOR BARS AND LOUNGES/ENTERTAINMENT

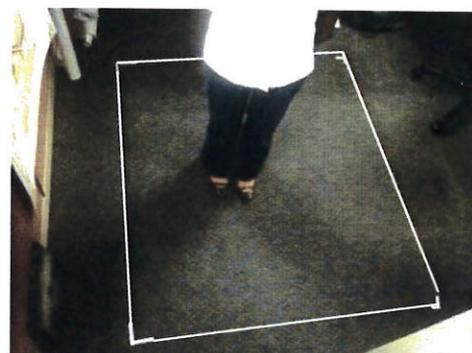
Reduce Minimum to 13/1,000

This rate is consistent with Fremont and higher than Mountain View and Santa Clara's rate. It also allows for flexibility between restaurants with bars and entertainment uses.

RECREATION

City	Studio	Health/Fitness Club
Sunnyvale	1 / 4 students plus 1 /employee or 4/1,000 sq. ft., whichever is most restrictive.	1/3 fixed seats plus 47/1,000 of area useable for seating plus 2.5/1,000 for additional area.
Mountain View	1 per 2 students	5/1,000 sq. ft. Parking study for tennis court.
Santa Clara	5/1,000 for amusement or recreational enterprises	
Cupertino	1 per 4 students plus 1 per employee at any given time or 4/1,000, whichever is most restrictive (studios and tutoring)	1 per 4 seats plus 1 per employee
Fremont	5 spaces plus 6.6/1,000 sq. ft. of dance floor area over 500 sq. ft.	10 plus 5/1,000 in excess of 1,000 sq. ft.
Redwood City	4/1,000 for small facilities, 5/1,000 for large (over 2,000 sq. ft.)	
Milpitas	6.6/1,000 for instructional studios, 1 per classroom (no fewer than 3 spaces) for tutoring	6.6/1,000 plus 2 per basketball or tennis court.
ITE	Not provided.	4.33 -6.22/1,000 sq. ft. (95% confidence interval)

- Most education-recreation and enrichment uses are located in shopping centers or multi-tenant industrial buildings.
- Some cities have the same parking rate for any recreation, regardless of whether it is a gym or dance studio.
- These uses have very distinct peak times which can be different than typical restaurant peak.
- Sunnyvale currently requires one space per 21 sq. ft. of seating area. Below is a photo of 21 sq. ft., marked in white tape. This rate requires 14 times more parking lot area than building area.



Examples of Recreational Facilities

Address	Description	Sq. Ft.	Parking/ 1,000 sq. ft.	Total Spaces
762 Sunnyvale Saratoga Rd.	24-Hour Fitness Super Sport	40,311	6.5/1,000	263
1060 E. El Camino Real	Fitness 19	8,217	5.55/1,000	46
1211 E. Arques	24-Hour Fitness	20,287	4.6/1,000	94
815 Stewart Dr.	Planet Granite	24,980	4.7/1,000	118

STAFF COMMENT: Staff believes the 1 parking space for every 21 sq. ft. derives from a building occupancy number. The one space/21 sq. ft. is typically too high for most recreational uses. As shown in the picture, the people density requiring that amount of parking is consistent with a crowded dance floor, not a gym or athletic facility. In addition, “seating area” is not typically found in most gyms or athletic facilities.

Research has found that most clubs assume 45 sq. ft. per person for a workout class, in order to allow people to move around. Staff suggests using that rate for classrooms, which are the most densely used portion of a recreational facility, and assuming a lower rate for remaining area. Education – recreation and enrichment uses are almost always found in shopping centers. Staff finds that the current rate is consistent with the needs of those businesses and typical shopping center rates.

RECOMMENDATIONS FOR RECREATION USES

Maintain a 4/1,000 Rate for Education – Recreation and Enrichment Uses
Change Rate to 5/ 1,000 sq. ft. of general area plus 20 / 1,000 sq. ft. of classroom area
for Recreational and Athletic Facilities

These rates are more realistic for businesses, particularly recreational and athletic facilities.

CHILD CARE / HIGHER LEARNING

City	Child Care Parking Requirement
Sunnyvale	1 space per 14 children plus 1 space per employee
Mountain View	1 space per 15 children plus 1 space per employee
Santa Clara	1 space per classroom or office but in no case less than 3 spaces
Cupertino	1 space per 6.5 children
Fremont	3 spaces plus 1 for every 10 children over a capacity of 15 children
Redwood City	1 space per classroom
Milpitas	1 space per classroom or 1 per 500 sq. ft., whichever is greater
ITE – Day Care	0.363 space per child

- Child care is a separate use from schools and dance studios/tutoring center uses.
- Child care parking requires parking for teachers, administrative staff, and adequate drop off/pick up spaces for parents.
- Staffing ratios vary dependent on the age of child. State of California minimums are a ratio is 4:1 for children up to 18 months, 6:1 ratio for children up to 27 months, and 12:1 ratio for children up to 4 years. A 14:1 ratio is acceptable for children up to 9 years.

Examples of Child Care Facilities

Address	Description	Number of Children	Parking/child	Total Spaces
1302 Warner	Applesseed Montessori	96	1/3.5 children	27
1159 Willow	Tulip Kids	83	1/6.4 children	13
404 E. Evelyn		30	1/4.28 children	7
743 S. Wolfe		112	1/3.86 children	29

STAFF COMMENT: The current rate is one space per 14 children plus 1 per employee. Due to the variety of staffing methods, parking ratios can vary widely in child care facilities with similar numbers of children.

City	Higher Learning
Sunnyvale	0.33/fixed seat plus 27/1,000 of open seating area plus 1 employee plus
Mountain View	Parking study required.
Santa Clara	1/classroom or office plus 0.1/student
Cupertino	0.33/student plus 1/employee plus 8 visitor spaces plus 18/1,000 multipurpose room
Fremont	1/3 seats
Redwood City	1/classroom or office plus 10/1,000 for auditoriums plus 1/student over 16 years of age.
Milpitas	5/1,000 sq. ft.

They are also more difficult to calculate as they may fluctuate due to changes in enrollment. State licensing, however, grants child care licenses based on the maximum number of children that can be cared for at any one time. This number is much less likely to fluctuate than employment. For child care, staff assumes 2 drop off/pickup spaces per 14 children, plus adequate spaces for teachers and administrative employees. Staff believes that 1 space per 4 children (0.25 spaces/child) is adequate for most child care needs.

Institutions of higher learning have similar concerns as child care. Staff finds that basing the rate on students will more accurately reflect parking demand.

RECOMMENDATIONS

Change Rate to 1/4 Children for Child Care
Maintain Rate of 3/Classroom for K-8 and 0.25/Student for High School
Change Rate to 0.5/Student for Institutions of Higher Learning

These rates are tied to maximum enrollment, not varying staffing rates. This proposed rate is easier for staff to implement and more realistic for businesses.

HEALTH AND SENIOR CARE

City	Hospital	Convalescent / Rest Home	Assisted Living	Adult Day Care
Sunnyvale	1 / bed	1 / 2.25 beds	Not stated	Not stated
Mountain View	1 / bed	1 / 3 beds plus 1 / employee	Not stated	Not stated
Santa Clara	1 / 2 beds plus 1 / 2 employees other than staff doctors plus 1 / doctor but no less than 1/1,000 sq. ft.	1 / 4 beds plus 1 / 2 employees	Not stated	Not stated
Cupertino			Not stated	Not stated
Fremont			Not stated	Not stated
Redwood City	1 / patient bed plus 1 / employee	1 / 6 beds plus 1 / each staff plus 1 / employee	Not stated	Not stated
Milpitas	1 / bed or 1/220 sq. ft., whichever is greater	1 / 2 beds or 1/ 1,000 sq. ft., whichever is greater	Not stated	1 / 500 sq. ft.

Convalescent Care

Convalescent care has undergone a dramatic change in the last 20 years. Previously a quiet use with patients in a long-term care situation overseen by one or two on-site doctors, now convalescent care is a high-turnover use with patients having higher care needs and up to 100 new admittances every month. The higher turnover means higher numbers of visitors and off-site doctors coming to visit patients. A recent interview with a manager of a Sunnyvale convalescent care facility indicates that they have more staff than patients, and significant numbers of visitors and other medical personnel.

- **Convalescent Hospital** – Cedar Crest has 115 beds and 53 parking spaces (1 / 2 beds) and Sunnyvale Health Care has 102 beds and 46 spaces (1/2 beds). See discussion at left.
- **Adult Day Care** – There are two types of adult day care – Adult Day Programs that provide non-medical care, and Adult Health Day Care (AHDC) that provides medical, preventative and social care. AHDC licensing requires door-to-door transportation for each participant. Parking needs are generally for employees only.

STAFF COMMENT: There is an increasing variety in senior care and living situations. Convalescent care has transformed, and adult day health care has become an option for meeting the needs of an aging population. As people age, they are more likely to use shuttle transport and less likely to drive their own cars. However, higher medical needs require additional staff to care for seniors. The following rates are intended to reflect this.

RECOMMENDATIONS FOR SENIOR LIVING AND CARE

- Increase Rate to 1.5/bed for Convalescent Care**
- Create Rate of 2.5/1,000 for Adult Day Care**

Staff is not recommending a hospital rate, as that type of use is not considered likely in the future. Instead, we expect to see an increase in convalescent and adult day programs. These rates will accommodate their parking needs.

PLACE OF ASSEMBLY

City	Higher Learning
Sunnyvale	0.33/fixed seat plus 27/1,000 of open seating area plus 1 employee plus 2.5/1,000 for other
Mountain View	5.8/1,000 sq. ft.
Santa Clara	0.16/seat in the in the auditorium plus 1 space for each classroom or office
Cupertino	0.25/ seat plus 1/employee plus 1/special purpose vehicle
Fremont	0.33/seat
Redwood City	0.28/seat in the main meeting room plus 1/15 classroom seats
Milpitas	4/1,000 sq. ft. or 0.20/seat in the main area of assembly

- Place of assembly uses include lodges, churches, community centers, and business meeting groups.
- During the time of the peak meeting/worship use, the peripheral buildings are rarely being used by people able to drive themselves (i.e. children).
- Peripheral uses rarely, if ever, require more parking than the primary gathering area. No peripheral use could require more parking than the primary gathering area. As shown in the trinity parking breakdown, primary "meeting" time is the most intense, by more than double commonly.

Examples of POA Facilities

Address	Gathering Area Sq. Ft.	Other Areas	Total Spaces Required	Parking/ Sq. Ft.
830 E. Evelyn	2,736	12,215	117	7.8/1,000
The Dalles	3,456	13,365	115	6.8/1,000
Reamwood	1,920	3,080	50	10/1,000
Trinity	3,982	56,332	204	3.3/1,000
Sandia	1,885	3,061	52	10.5/1,000

STAFF COMMENT: Place of assembly uses are unusual because of the short and significant peak times along with the substantial square footage devoted to more lightly used accessory buildings. These accessory, or "other" areas, outside of the main gathering

space can range between two to four times as large as the intensely used "gathering space." These other areas are rarely used intensely during the peak meeting time, but often at off-peak hours during the week. To take this into consideration, staff often creates a parking analysis to determine the appropriate rates for place of assembly uses, as shown.

Sample of Current Parking Requirements by Day for the Trinity Church on North Mathilda

	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
	Worship/ Nursery	Office	Office & Group mtg	Office	Office & Group mtg	Office	Group meetings
Parking Required by Current Code	204	50	50	20	57	20	20

As demonstrated here, the primary gathering area generates over three times the amount of parking as any of the surrounding uses, despite the fact that the other areas consist of over 90% of the total square footage (see Examples of POA Facilities, above). Staff believes that requiring additional parking for the accessory buildings is unnecessary, as these uses almost never are used during a primary gathering time and are used at much less intensity. However, staff recommends the Director reserve the right to require additional parking if other areas are expected to generate significant parking demand during use of the primary gathering area.

Sunnyvale also has the highest parking rate required, at 0.33/seat or 1/21 sq. ft. of open seating area (see Recreation Uses for further discussion of this requirement.) In addition, we require additional parking for all accessory buildings and uses.

RECOMMENDATIONS FOR PLACES OF ASSEMBLY

Change Rate to 25/1,000 for Primary Gathering Areas

Staff believes this rate is more reflective of how Place of Assembly uses operate and will greatly simplify parking calculations.